

October 1977 / \$1.40

hudChallenge



A VIEW OF THE HUD BUILDING



Push for Women in Construction Industry

According to the U.S. Department of Labor, there are only about 30,000 women among the nearly 3 million skilled construction craft workers nationwide. Donald Elisburg, Assistant Secretary of Labor for Employment Standards, has announced plans to bring more women and minorities into the construction industry. One proposal would call for establishing goals and timetables for hiring and promoting women on Federal construction projects on a 3-year basis. During the first year, the goal would be 3.1 percent, 5 percent for the second, and 6.9 percent for the third. Under this proposal, it is estimated that at least 30,000 women would be added to the construction work force each year. The goals and timetables would be applied in all areas of the country and on all Federal and federally-assisted construction projects that now have requirements for hiring and promoting minority workers.

American Architectural Drawing Exhibit

The Architectural League of New York and the American Federation of the Arts have organized an exhibit which documents the history of American architectural drawing as an art form. Called "200 Years of American Architectural Drawing," the exhibit will tour the Nation and may be seen at the Jacksonville (Fla.) Art Museum from February 5 to March 19 (1978), and the Art Institute of Chicago from April 15 to June 4. Other showings will be scheduled. The display includes approximately 200 original drawings by more than 90 architects and is arranged to depict six historical periods. The works of such noted architects as Thomas Jefferson, William Strickland, Frank Furness, Marion Mahoney, Richard Neutra, and Louis I. Kahn are featured. The exhibit is being financed by grants from the National Foundation for the Arts, the New York State Council on the Arts, the Graham Foundation for Advanced Studies on the Fine Arts, the Architectural League of New York, and the Andrew W. Mellon Foundation.

Townhouse Sales Boom Predicted

Jackson W. Goss believes that with projections now calling for the sale of over 4.3 million single-family homes in 1977, almost one-fourth of this number will be new or existing townhouses. Citing the results of a nationwide survey conducted by Investors Mortgage Insurance Company (IMIC), Goss says that the townhouse—sometimes referred to as "single-family attached"—is by far the most dynamic segment of today's housing market. Buyers are saying that they want "home owning without all the associated chores"—and they get it with the minimal-maintenance townhouse. Some of the highlights of the

survey revealed that a majority of purchasers fall into the "young married" category—usually between 26 and 35 years of age. Of late, ages are beginning to range up to 45. Also, some 35 States are seeing big gains in townhouse sales this year—an average of 20 percent above 1976. Goss predicts that even areas not currently experiencing large sales gains will see a quickening pace by mid-1978. He concludes that, "With its many advantages and strong attraction for today's younger buyers, the townhouse is looking more and more like the 'home of the future'—a desirable alternative to the traditional single-family home." Mr. Goss is president and chief executive officer of IMIC, Boston.

'Hard to Reach' Rural Program Announced

The States of Illinois, California, Colorado, and West Virginia have been selected to participate in a program designed to develop better methods for delivering services to rural, "hard to reach," lower-income persons seeking to participate in community development and housing programs. Cosponsored by the Department of Agriculture's Farmers Home Administration (FmHA) and HUD, the project is being financed with funds from the two agencies in the amounts of \$40 million and \$3 million, respectively. Each State will receive up to \$10 million from FmHA, and \$750,000 from HUD block grants and research funds. The demonstration will include rehabilitation of housing, construction of new homes, winterization of dwellings, water and sewer projects, and other community development activities. The project is expected to run for 2 years.

Fort Lincoln New Town Celebrates First Anniversary

After its doubtful beginning some 10 years ago, the new town of Fort Lincoln, located in the Nation's capital, recently celebrated its first anniversary. During the past year, 155 families have moved into the first section of townhouses and garden apartments. Upon completion in the mid-1980's, Fort Lincoln is expected to have a population of 15,000 persons living in some 5,000 dwelling units on the 364-acre site.

New Cabinet Office

Public Law 95-91 provides that the energy responsibilities of numerous Federal agencies now be placed in the newly-created Department of Energy. The new Department will have the authority, previously in HUD, to set energy conservation standards for new houses and to study forms of financial assistance to encourage homeowners to improve energy conservation in existing residences.

hudChallenge

U.S. Department of Housing and Urban Development Patricia Roberts Harris, Secretary

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HUD *Challenge*, the official Departmental magazine, is published monthly by the U.S. Department of Housing and Urban Development. Use of funds for printing was approved by the Office of Management and Budget, August 28, 1973. HUD *Challenge* serves as a forum for the exchange of ideas and innovations between HUD staff throughout the country, HUD-related agencies, institutions, businesses, and the concerned public. As a tool of management, the magazine provides a medium for discussing official HUD policies, programs, projects, and new directions. HUD *Challenge* seeks to stimulate nationwide thought and action toward solving the Nation's housing and urban problems. Material published may be reprinted provided credit is given to HUD *Challenge*. Subscription rates are \$15.90 yearly domestic, and \$19.90 for foreign addresses. Paid subscription inquiries should be directed to: Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. Manuscripts concerning housing and urban development are welcome. Send all editorial matter to: Editor, HUD *Challenge*, Room 5186, Department of Housing and Urban Development, Washington, D.C. 20410. Telephone (202) 755-5710.

Statements made by authors do not necessarily reflect the views of the Department.

HUD CHALLENGE / October 1977



Page 2: Efforts to foster and promote business opportunities for minorities through activities derived from HUD programs are continuing under Executive Order 11625.



Page 4: What impact does the location of rail rapid transit lines have on residential patterns in the suburbs? Findings from a study of the Philadelphia-Lindenwold High Speed Line have implications for transportation systems around the country.



Page 22: Efforts of the Mobile (Ala.) Housing Board have resulted in an enviable record of training and employment among public housing tenants. Resident employment in Mobile is being accomplished under Title XX of the Social Security Act.

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Publications and Information Division,
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Minority Business Enterprise in HUD

by Carol L. Jones

The enactment of Executive Order 11625 in October 1971 cleared the way for development of a coordinated Federal agency program in minority business enterprise.

Under Executive Order 11625, each Federal department and agency was directed to foster and promote business opportunities for minorities and to support all programs set forth. The Secretary of Commerce was delegated the overall responsibility for implementing the Federal Minority Business Enterprise Program.

The Division of Manpower and Business Development in HUD's Office of Fair Housing and Equal Opportunity has been delegated responsibility for coordinating minority business enterprise activities in every phase of the Department's procurement programs. The Division of Manpower and Business Development fosters and promotes minority business opportunities and obtains dollar commitments from program offices within the Department.

Identifying Minority Firms

Until recently, it was the firm belief of many Federal procurement officers that minority firms did not possess the sophisticated technical and professional capabilities to compete with larger non-minority firms. Federal departments and agencies also encountered difficulties in identifying qualified minority firms to competitively vie for government contracts.

Problems with identification of qualified minority firms have been alleviated in recent years. Minority firm listings are compiled and periodically updated by Federal agencies. Minority entrepreneurs seeking Federal procurement opportunities are requested to submit capability statements listing their firm's professional qualifications and prior work experience. After submitting their capability statement to HUD's Office of Procurement and Contracts the minority firm is added to the HUD Bidder's Mailing List.

In 1976, HUD established a Secretarial Goal to increase the number of minority contractors and profes-

sionals in all HUD program activities. Each HUD Program Office Head and Regional Administrator was directed to review the extent of known minority business participation and propose a projected level or goal, by dollar amount of accruals to minority business enterprise for the past fiscal year.

Goal Set

In Fiscal Year 1976, HUD established a goal of \$150 million as the amount minority business enterprises should derive from procurement and other forms of assistance from program and support offices. This included not only the direct procurement of goods and services by HUD, but also construction programs through property disposition, contracts resulting from community development block grants, procurement of goods and services through Section 8(a) of the Small Business Act, and construction opportunities in connection with HUD-assisted housing projects.

HUD has projected a dollar value of \$165 million for minority business participation in FY '77.

HUD/FHA guarantees mortgage insurance to sponsors, developers and builders for approved building construction under statutory program requirements. The goal level of minority business participation in this activity is projected at \$131.8 million.

HUD Use of Minority Firms

A concerted effort is being made to utilize an increased number of minority firms in the Department's research activities and in the engineering requirements calling for hydraulics and hydrology capabilities for flood studies. Minority-owned Architectural and Engineering (A&E) firms that submit required applications for consideration as flood insurance contractors are evaluated with all other applicants on a competitive basis. This standard procedure requires that the "best" qualified firm be selected for A&E contracts. Unfortunately, and for a variety of reasons, the rigid technical requirements for performing flood studies

under this procedure has generally worked against the selection of many minority-owned A&E firms. Recognizing that a number of minority-owned firms may meet the Federal Insurance Administration's minimum criteria to perform flood insurance studies and also may be certified (or be certifiable) under the Small Business Administration 8(a) Program, the Federal Insurance Administration has taken steps to utilize the SBA program as an alternate procedure to reach such firms. In effect, two different approaches are underway in a continuing effort to utilize capable minority firms as flood insurance procurement sources.

Deposits in Minority-Owned Banks

One of the Department's larger minority business activities is the Minority Bank Deposit Program. During FY '75 and '76, HUD moved from third to second place among Federal agencies in total dollars deposited, averaging \$25 million. In the transition quarter of FY '76 the Minority Bank Deposit Program reached an all time high of \$31 million. This program, which is now a Secretarial Goal, has a target figure of \$30 million to be averaged (quarterly) for FY '77.

HUD is striving for improved performance in relation to its minority constituency in the construction industry. A major problem that has adversely affected minority contractors working in the area of HUD/FHA mortgage insured construction programs involves retainage of a ten percent holdback on payment by developers to subcontractors until projects are totally completed. Efforts are underway to revise this policy.

The Federal effort to assist minority business enterprises with the support of the private sector has proven to be successful. The Office of Fair Housing and Equal Opportunity has developed a nationwide departmental Minority Utilization Awards Program. The awards program was developed to indicate to major contractors, builders, and developers that their efforts to fully and effec-



TOP—(l.-r.) Harold Payne, Director, HUD's Division of Manpower and Business Opportunity, Martha (Bunny) Mitchell, Special Assistant to the President, and Mayfield Webb and Carol Jones of the HUD Office of Voluntary Compliance pose during break in discussions relating to minority business enterprise activities in HUD's procurement programs. LEFT—Ms. Mitchell joins Lloyd Davis (left) Director of HUD's Office of Voluntary Compliance and Chester C. McGuire, HUD Assistant Secretary for Fair Housing and Equal Opportunity during meeting.

tively support the objectives of Executive Order 11625 are being recognized and noted. The award is presented annually by the Assistant Secretary for Fair Housing and Equal Opportunity to private sector majority firms who have conspicuously utilized minority entrepreneurs and thus promoted minority business enterprise.

While efforts to date have produced some notable success, HUD realizes there is a continuing need for a critical departmental self-examination. Exploratory initiatives are necessary if maximum minority business utilization is to be achieved in this Department's procurement programs. □

Ms. Jones is an Equal Opportunity Specialist in the Office of Voluntary Compliance, HUD Office of Fair Housing and Equal Opportunity.

Suburban Rapid Transit and Housing Location

by Dennis Dingemans

Since 1969, service on a new rail rapid transit line has linked the suburbs of New Jersey's Camden County to the Philadelphia central business district. The impact of this very successful line on residential patterns in the suburbs is surveyed and found to be minimal. In the degree of concentration around the stations the distribution of townhouses displayed few remarkable deviations from normative patterns of recent suburban higher-density residential development.

Many cities in the United States are constructing or considering construction of rail rapid transit lines into suburbs previously served primarily by automobile transportation.

This article focuses on the impact of a major new transit line—the Philadelphia-Lindenwold High Speed Line—on some aspects of the housing space in the suburban neighborhoods surrounding the line. Findings from the study of this one line can be

valuable for the evaluation and planning of similar transportation systems.

Most of North America's rail rapid transit lines were laid out more than 50 years ago and they served the transit needs of the cities of that era. Typically, they duplicated existing public transit service along corridors of high traffic potential between central business districts and existing residential neighborhoods. They also engendered some concentration of high density housing close to the limited number of stations. A similar orientation is displayed by the more

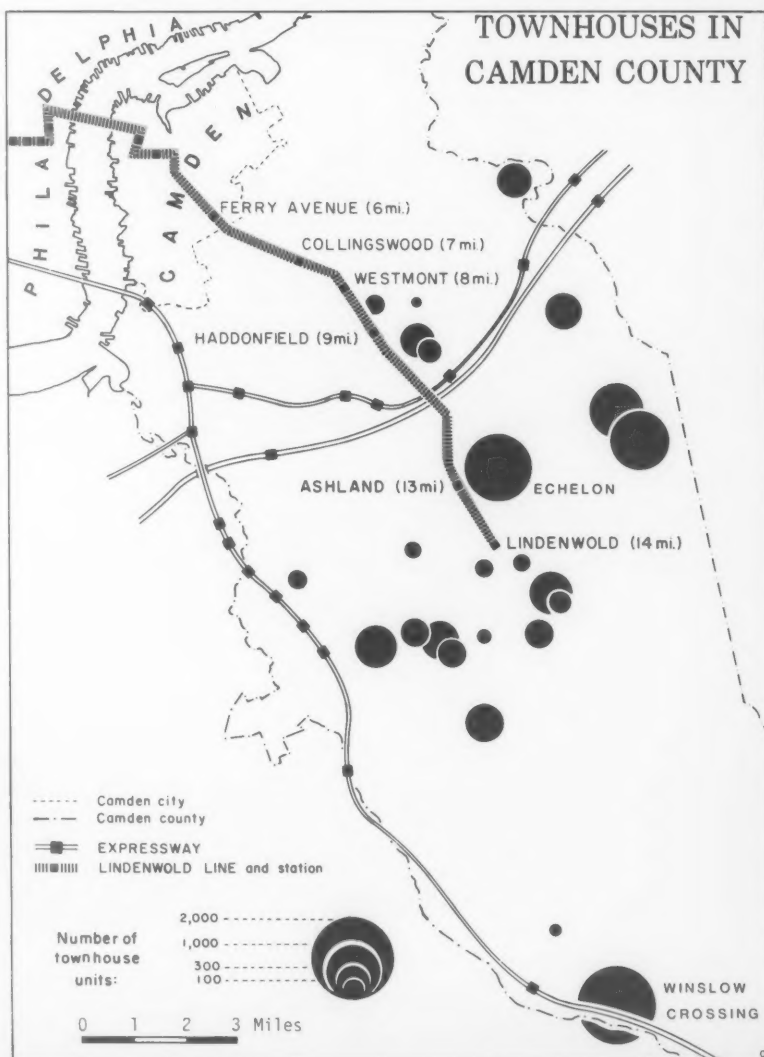
recent lines in Toronto and Stockholm where the clustering of high density housing along some parts of the line outside of the central business district has been important in building patronage for the line and making possible a lesser dependence on the private automobile.

New Era of Rail Mass Transit

Currently the United States seems to be embarking upon a new era of rail mass transit. That trend was initially motivated by a growing awareness of the need for a balanced transportation system to alleviate congestion



Train on viaduct at Collingswood Station



and assure access for the non-auto owning public. The push for rail mass transit has been accelerated by the recent energy crisis and an increased commitment of government support to public transit. Before 1980, Washington, D.C. and Atlanta will have joined San Francisco and Philadelphia in opening service along expensive new transit lines. Los Angeles, Baltimore, Miami, St. Louis, and Houston all have considered initiating systems that would use subway, elevated, or surface rail routes. All of these systems would be focused on the central business district, but most of them would also extend well beyond the inner-city housing zones into the suburbs where low-density detached housing predominates. The potential exists, therefore, for the emergence of a number of high-intensity residential and commercial land use districts around the suburban stations.

Physical Characteristics of Line

The Lindenwold High Speed Line extends 14.5 miles from its terminus in Central Philadelphia to the town of Lindenwold. Six stations serve the central business districts of Camden City and Philadelphia, and six stations are in the residential heart of suburban Camden County, New Jersey. The owner of the line, the Delaware River Port Authority, began planning for it in 1955, initiated

construction in 1962, and opened service in February 1969. Many cite the line as a model of efficiency and practicality, although others say that it is a barebones network that contains only one of the three lines originally proposed to serve New Jersey. The Line pays for its operating costs from the fare box revenues, and has been remarkably trouble free. The total cost of the system was \$95 million—a low figure attributable to the use of the best existing technology wherever possible, the use of a pre-existing subway and bridge crossing, and the use of an existing railroad line in the Camden County segment. Most of the 40,000 rides each day are by rush-hour commuters into and out of Philadelphia, 50 percent of whom previously drove automobiles. Its great utility as a commuter line comes from the low fares (only \$.75 per trip versus auto bridge tolls of \$.60), the 9000 convenient “park and ride” spaces in the suburban stations, and the speed of service (22 minutes in rush hour versus 45 minutes by auto). Intrasuburban usage is minimal, even though the Line operates 24-hour service and maintains 10-minute headways in the off-peak period.

Townhouse Development

Townhouses (defined as attached, single-family dwellings designed for

owner occupancy) provide a convenient litmus of changing suburban residential patterns because they constitute a rapidly-diffusing housing innovation that only recently evolved in a suburban context. Since they usually are built at higher densities than detached houses, we can logically look to an increasing number of townhouses as one indicator of intensified land use in response to the new rapid transit line. The whole of Camden County, exclusive of Camden City which is not suburban, was selected as the study area of greatest impact from the line. Information on the location and design of all present and planned townhouse developments was assembled by the author from interviews with the officials of the more than 30 boroughs and townships who are solely responsible for regulating residential construction in their respective portions of the County.

Two characteristic peaks of permit-granting activity appeared during the last six years. In 1969 and 1970 two experienced large-scale builders began very large developments, while in 1972-1975 a townhouse building boom saw a greater number of small-scale builders initiate projects. James Rouse, builder of the Columbia (Maryland) new town and the nearby Cherry Hill Mall, committed a large portion of his “Echelon” center to future townhouse



New apartments near Ferry Avenue Station



Townhouses in Lindenwold



Lindenwold Station

development in 1969. The Levitt Corporation, builders of numerous Levittowns, also committed a substantial portion of its 1970 "Winslow Crossing" development to townhouses. Only long after the Line opened did the success of these two innovative builders help convince the more conservative local builders that townhouses represented a profitable housing innovation. Unfortunately, as in other suburban regions, the deluge of townhouse developments that followed came too late and contained too many housing units for the market to absorb. The result was a scattering of townhouse developments and severe overbuilding, which resulted in many developments failing by mid-1965.

The failure of townhouses to cluster in the immediate vicinity (one mile) of the stations has many possible explanations. Few large vacant parcels of the kind developers prefer existed close in since the old railroad suburbs had been centered around the present stations. Townhouses have not yet been built on sites cleared and redeveloped for this new use, and few moves have been made by the municipalities to coordinate redevelopment districts and make the large sites available. Rental apartments are not bidding for the reusable sites either, and the County's only high rises are three miles east of the Ashland station. Those developments that are close in exhibit few design or density differences compared to the townhouses further from the stations: even when a large clear site was made available at the old Echelon airport, the townhouse developer did not reach for a more urbane image. Echelon's townhouse neighborhoods are of the now-conventional design—rows of "California modern" two-story units at only 12 units per acre clustered informally around recreation facilities and semi-private open space. The net impact on the visual image and functional organization of the stations' nodal areas is minimal, even at the less-developed end of the line. Nowhere is there emerging a land use pattern

that resembles a new town or station-centered district on the model of Stockholm's suburban centers. It is the automobile parking lot for commuters that presently dominates the land use and landscape at each stop.

Preferences Expressed

In site selection, townhouse developers placed good access to the stations far behind other factors not related to public transit. Similar criteria were being used to judge the suitability of land for townhouse development and for detached housing: cheapness, availability or ease of assembly, and an open rural setting were the preferences expressed for all kinds of new owner-occupied housing. The resulting distribution of townhouses resembles closely the distribution of new housing built at the same time. Half of the developments were located in new neighborhoods in open areas south of the built-up suburbs. This "leapfrogging" pattern, so familiar for detached houses on the urban fringe, is well illustrated by Levitt's Winslow Crossing in the extreme southern end of the County on the edge of the Pine Barrens. Along the western boundary of the County, access to an exit on the Atlantic City Expressway far outranks access to the transit line as a location factor. The other half of the townhouses were built on "infilling" sites—a location with which we normally associate higher-density housing. Even those developments, however, occupied the relatively attractive remaining sites.

Camden County's social space characteristics constituted another important location factor preventing clustering near the stations. Townhouses of the various price levels were consistently being placed in neighborhoods in which their occupants would not disrupt the prevailing socioeconomic pattern. Since few townhouses provided low cost housing, the absence of new townhouses indicates that developers were avoiding the low-status working class neighborhoods near many of the stations.

Other studies of the region have concluded that the Line was not a major location factor: in commercial development it was found that "land is developed where it can be assembled cheaply" and the Lindewold corridor experienced less intense building than comparable corridors around Philadelphia that lacked new rapid transit. The real estate industry essentially ignored the Line before it was completed, and afterwards exhibited only a short adjustment period. Even in the case of townhouses developers were not attempting to reduce the automobile journey to work—the mean distance travelled to the station was about two miles for all transit riders whereas the mean distance from townhouses to stations is greater! Writing before townhouse construction had begun in earnest, the University of Pennsylvania impact research team argued that, for development in Camden County, "land availability and local land use policies are the governing factors with transportation being a necessary but not sufficient condition for growth."

Lacking specific policies and a public commitment to encouraging new forms of concentrated development, the spatial organization of the suburbs will remain little changed, despite radical improvements in rail rapid transit or an increasing acceptance of higher-density housing. Only in a few rare and fortunate situations will those new rail lines be profitable and serve well large numbers of users despite the lack of a corollary, coordinated land use policy. The present scattering of townhouse sites will probably continue, as the opportunity to guide the location of higher-density housing into patterns amenable to public transit passes unheeded. □

Mr. Dingemans is an Assistant Professor in the Department of Geography, University of California, Davis. This article is taken from a paper prepared for presentation at the 1976 meetings of the Association of American Geographers, New York City.



HUD representatives attended the 38th session of Committee on Housing, Building and Planning of the UN Economic Commission for Europe in Geneva from August 29 to September 2. Composed of representatives from East and West Europe, the United States and Canada, the Committee meets each year to review ongoing program activities of its subsidiary bodies and to approve its future work program.

Copies of a *Registry of Private Fair Housing Organizations/Groups* (HUD-EO-217) may be obtained free from the Office of Fair Housing and Equal Opportunity, Room 5202½, HUD, Wash., D.C. 20410. The Registry gives information about organizations involved in fair housing activities. It identifies the organization, location, person to contact, target area served and fair housing services offered.

The average annual cost of operating a HUD subsidized rental unit last year was approximately \$1,000 according to a National Association of Home Builders survey. NAHB's Compendium of Multifamily Housing (\$5 from NAHB, 15th & M Sts., N.W., Wash., D.C. 20005) conducted the survey to examine HUD subsidized unit operations. According to the survey, maintenance and payroll rival or exceed heating and taxes as major expenses for these properties.

In cooperation with the University of San Francisco School of Law, HUD sponsored a two-day seminar on housing discrimination Sept. 30-Oct. 1 on the University's Ahmanson Law School Campus. It was the seventeenth in a continuing series of HUD-sponsored legal seminars held throughout the country. The seminar will move to Williamsburg, Va., on Dec. 14-15. Co-sponsors of the Williamsburg meeting will be the Virginia Department of Professional and Occupational Regulation and the Peninsular Bar Association. For additional information on the legal seminars, contact: Kenneth Holbert, Director, Office of Fair Housing and Contract Compliance, HUD, Wash., D.C. 20410. Or telephone: (202) 755-5518.

Low- and moderate-income property owners in Hartford, Conn., can work off their property tax bills by providing services in lieu of cash under the city's In-Kind Tax Service Program, according to a report in the *International City Management Association Newsletter*. The program is reserved for those who are unemployed or who are otherwise earning less than minimum Federal cost-of-living incomes for the Hartford area. Employed applicants can be credited only for the amount of any tax increases which occurred during the last year. The maximum work credit is \$1,000.

Recommendations of ways in which spiraling housing costs can be reduced are forthcoming as a result of Secretary Harris' creation of a 40-member task force in August. HUD had already conducted a preliminary study of many aspects of housing costs.

The team of administrators of HUD's 10 Regional Offices is made up of: **Edward Thomas Martin** (Region I)—Headquartered in Boston, the office oversees HUD operations in Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island and Vermont; **Thomas Appleby** (Region II)—Located in New York City, the Office oversees HUD programs in New York, New Jersey and the Territory of the Virgin Islands; **Thomas C. Maloney** (Region III)—Located in Philadelphia, the office oversees HUD programs in Delaware, Maryland, Pennsylvania, Virginia, West Virginia and the District of Columbia; **Alfred Russell** (Region IV)—Located in Atlanta, the office oversees HUD programs in Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina and Tennessee; **Ronald Gatto** (Region V)—Based in Chicago, the office oversees HUD programs in Illinois, Indiana, Michigan, Minnesota, Ohio and Wisconsin; **Thomas J. Armstrong** (Region VI)—Based in Dallas, the office oversees HUD programs in Arkansas, Louisiana, New Mexico, Oklahoma and Texas; **William O. Anderson** (Region VII)—Located in Kansas City, the office oversees HUD programs in Iowa, Kansas, Missouri and Nebraska; **Betty Jane Miller** (Region VIII)—Based in Denver, the office oversees HUD programs in Colorado, Montana, North Dakota, South Dakota, Utah and Wyoming; **Emma D. McFarlin** (Region IX)—Based in San Francisco, the office oversees HUD programs in Arizona, California, Hawaii and Nevada; **George J. Roybal** (Region X)—based in Seattle, the office oversees HUD programs in Alaska, Idaho, Oregon and Washington.

Three Tiers Under the Midnight Sun

Housing Cooperatives
in Norway

by George Wynne

North America is just discovering housing cooperatives as a form of homeownership. In all of the U.S. and Canada there are probably less than a hundred thousand co-op units, with rare exceptions built in recent years and with conventional bank financing. In Northern Europe, cooperative housing is a way of life. Its roots reach into the early part of the century and in one casebook example, Norway, about half of the housing built in the capital city of Oslo since the Second World War consists of co-op units. Living in a severe climate, scattered along a 2,100 mile coastline of deep fjords and snow-covered mountains where there is still winter when most of the rest of Europe is warming itself in the sun, one would expect the 4.5 million Norwegians to live up to an image of rugged, self-reliant individualists. Yet one out of every three Norwegians is a family member of a housing cooperative.

Bolibyggelags Landsforbund—the National Federation of Norwegian Housing Societies—brings together 107 cooperative housing societies throughout the country. By the end of last year the number of apartment and detached housing units built by the housing societies approached 200,000 and there is a large waiting list of young people who want to set up their own homes and of families looking for more modern yet affordable co-op apartments. The numbers differ but the same situation also holds in the other Scandinavian countries.

The Norwegian cooperative housing movement dates back to 1929 when the Oslo Housing and Savings Society was established as a permanent organization with the aim of providing a savings mechanism for home purchase that would continue to serve members both before and after their home was built. Following a period of slow growth between wars, the movement saw an upsurge after World War II when a housing bank and a housing directorate were established by the government to facilitate home construction as a na-

tional priority. No homes had been built during the war; some had been destroyed and the existing stock had deteriorated for lack of maintenance. The two new government institutions gave home construction a continuing big push which led to creation of the national federation back in 1946 when the number of separate housing societies had grown to about 30.

Under a clever piece of legislation, the housing societies that are members of the national federation operate like giant amoebas; smaller housing groups are constantly splitting off from it to build housing projects. The national federation and its 107 cooperative housing societies in this way now comprise some 2,700 housing groups each of them managing one cooperative, resident-managed housing project. Nationwide the societies have over half a million heads of household members.

Housing Group Act

The Housing Groups Act provides that membership in a housing society is open at all times to all applicants. The aim of each housing society is to build homes for its members. For each new project a housing group is established as a subsidiary and permanent body of the Society. Members of the housing group are those families who have purchased apartments in the project, and they remain member of the parent Society. The Housing Society arranges for construction and financing while the individual housing groups are the owners of the dwellings and responsible for their maintenance. After the project is built, the resident owners themselves take over responsibility. They may make a contract with the Society, and most of them do, to take over the management of the project for a set annual fee. This makes the Societies planners, developers and in most cases managers of the units while the housing group members in general act as a committee of resident owners. While the Societies are run by their members and are responsible to them, the local municipality generally has the right to appoint one or two direc-



tors to the managing board. While direct democracy is practiced in the smaller Societies, all members taking part and voting in the general meeting, the size of the larger Societies requires a representative system under which a delegate is elected to act for a specified number of members. The general meeting elects a managing board and an auditor who run the Society in between meetings according to the applicable laws and articles of association.

Apartments under construction are allocated to members of the Society who then split off to become members of a subsidiary housing group, in accordance with their membership registration date. This is called the seniority date and it determines when the future units will become available to individual members.

The Society negotiates the construction loan and mortgage for each project with the Housing Bank and other financing institutions and fixes the monthly payment for the owner resident. The national federation notes that, because construction costs and interest rates have gone up consistently in recent years, the monthly payment in new buildings is often more than double the charges paid by

occupants in housing projects that date back to the first postwar years. The average three-room kitchen and bath apartment now costs the owner-occupant NKr 500 to 700 (\$ 97 to \$ 135) monthly as compared with NKr 300 (\$ 58) or less for apartments in the older buildings. However there is a substantial downpayment involved that ranges from 20 percent to a third of the purchase price, and members of cooperatives often have to raise this nonrecurring deposit on the money market and pay back principal and interest in monthly installments which must be added to the monthly housing charges and can more than double them over a fixed term.

Owners' Rights

Owners of apartments in cooperative housing complexes are guaranteed all rights of ownership and tenure provided they meet their financial obligations. They may pass the apartment on to their next-of-kin, or, in case of sale, recover the deposit together with an indexed inflation allowance plus compensation for the cost of improvements to the property. The fair market value of the apartment is assessed at the time of sale by a

municipal valuation committee which takes into account depreciation and unusual wear and tear in assigning a market value. Most societies and housing groups have rules that allow them first option on apartments offered for sale to pass on to members on the waiting list.

Construction financing for new projects is handled in almost all cases by the State Housing Bank on approval of the building plans, which are generally drawn up under a contract with the National Federation. The Federation maintains a professional staff of architects and engineers with a design and specification capacity of some 3,000 units a year. Under the model financing plan, the State Housing Bank repays the construction loans which are raised from commercial and savings banks at conventional rates of interest. The housing societies generally have no problem in obtaining the construction credits with the Housing Bank's guarantee and the members' cash deposit totaling 20 to 35 percent of the construction costs.

The National Federation, besides providing the technical services to member societies and housing groups that enable them to get their projects off the ground and the drawing board, acts as a lobby and interest group to bring down construction costs and interest rates. It negotiates with and is consulted by public authorities at all levels of government on housing issues, promotes building research, provides insurance and legal services to member societies and publishes two monthly technical and general news bulletins. These go to about 10,000 managers and board members of the cooperative societies and housing groups. At present it takes about 160 full-time federation employees, including professional and clerical staff at the national level, to look after the housing interests of the half a million Norwegian families represented in the cooperative housing movement. □

*George G. Wynne
Council for International
Urban Liaison*

The Future of Urban Housing:

Realtors Poll Experts

Single-family or multifamily? Low or high-rise? Housing in the Nation's cities is headed where in the next 25 years? And how will it look?

Although experts in the field agree demographic factors will play a major role in determining the urban housing picture at the beginning of the 21st century, they disagree on the interpretation of these factors and their effect on housing.

Opinions on the future of urban housing were expressed by urbanologists and housing authorities in a recent phone survey conducted by the National Association of Realtors.

There was general agreement on one point: housing in the year 2000 won't be much different from today.

Following are ideas offered by seven persons interviewed:

Anthony Downs
Senior Fellow
Brookings Institution

Downs viewed the future from the perspective of the past 25 years. "We are not commuting by rocket belt, or served entirely by robots, or breeding children in test tubes or controlling the mind through genetic manipulation—as many science fiction types predicted. Therefore, we probably should not expect any radical revolution in the next 25 years either."

Demographics are expected to play a key role in determining what will happen. Downs pointed out that if, for example, the U.S. population grows from the current 215 million to only 300 million by 2000, most of the housing needed at the beginning of the 21st century would already be in existence.

Downs expects a continued decline in the Nation's birth rate despite a slight increase recorded last September. He calls the recent upturn an aberration, as did other demographers.

The implication of a continued low birth rate, Downs said, is less emphasis on youth and an increase in adult-oriented households. "Adult-oriented households have housing needs different than child-oriented ones. They need smaller units, but more equipment in the units. Also, adults are more willing to live in high-rise buildings.

"The rise of the adult-oriented households to a position of dominance in society also will mean the further decline of the free-standing, single-family home as the basic form of new dwelling units. Counting mobile homes, this form has not declined as much as you might imagine—and it still will be around. But more multifamily units, clustered units, high-rise developments and other cheaper-per-unit forms will exist."

Downs feels the decline in importance of children plus the need to develop "alternative interpersonal relationships" will cause an increase in special living communities. The singles apartment complexes of today

are an example, he said.

Downs expects living units of tomorrow to look somewhat different. Multifamily units will look inward on courtyards, instead of outward on streets. Future high-rises, he added, will integrate a variety of land uses around courtyards, including office, retail, entertainment and recreational facilities.

Downs expects homes to be more flexible inside. Movable partitions will make living space more adaptable. Downs said, "Having some means of moving partitions around without major costs would greatly improve flexibility of this capital investment and reduce obsolescence in a fast-moving society with constantly changing tastes and desires."

Alfred Eckersberg
Senior Vice President
Real Estate Research Corp.
Chicago

Eckersberg feels that the percentage of households in multifamily units will increase and expects no-frills housing to become popular due to rising costs. Such housing, he says, will be particularly suitable for the young and elderly.

Because of their even more moderate price, Eckersberg feels mobile homes also will play a greater role in the future. However, since mobile homes currently are not permitted in many metropolitan areas, they don't represent a housing alternative to urban Americans. But in the future, he explained, some urban Americans might decide to locate mobile homes in rural areas and commute to jobs in the Nation's cities.

Bernard J. Frieden
Professor Urban Planning
MIT/Harvard Joint Center for
Urban Studies

Based on present patterns, Frieden does not foresee a trend toward multifamily homes developing in the future.

Frieden said, "People are committed to the single-family home. They make great sacrifices to own one. In the long run, homes may be

smaller and offer less quality, but this will be done to make them more affordable."

(The MIT/Harvard Joint Center recently predicted that a typical new house will cost \$78,000 in five years.)

Richard Meier
Professor of Environmental Design
University of California
Berkeley

Meier sees a possible labor shortage by 2000 caused by a slow rate of population growth and an increasingly older population.

Blue and lower white collar workers will be in great demand, he said. If foreign workers do not supplement domestic supply, blue and lower white collar workers should command relatively better incomes than they do today.

Meier expects many of this group to seek single-family homes in the suburbs. Today, they could not afford such homes, which are perceived as status symbols. With money available, their children will buy single-family homes.

Professionals, with the experience of a single-family home behind them, will be interested in all types of housing, including some adaptations not commonly found in the U.S.

He noted that in port cities, for example, some homes might make greater use of built-in beds, cabinets, drawers and storage areas—a marine subculture—to maximize convenience and floor space. Such construction is common on ships.

Some people may adapt an Asian approach to conserve space. They will live close to the floor, like the Japanese, and use small, portable furniture.

Even though families will be getting smaller, Meier does not feel that suburban homes will become smaller. "Housing size does not seem to be a function of family size," he said. "Homes of the future might have fewer rooms, but that does not necessarily mean less area."

He added that city homes might be smaller because of cost, and be-

cause some facilities needed in suburban homes are not needed in city homes. An example is the city neighborhood laundry which makes it unnecessary to have similar facilities in the home.

Depending on location, Meier said, homes of the future will be heated in a variety of ways. In parts of the West and western plains, solar equipment backed by electric resistance heating, heat pumps, wood stoves or a combination of these will supply heat.

In some areas, heat pumps will suffice. In others according to Meier, fuel oil still will be less expensive than alternative methods of heating new homes.

Walter Netsch
Architect
Skidmore, Owings and Merrill
Chicago

Netsch believes that in the future new single-family homes may be too costly for most people to buy and maintain. Unless they find an older home which can be rejuvenated, most people will dwell in the low-rise townhouse or high-rise, Netsch feels. However, he does not foresee super high-rises as a housing alternative, because they are too expensive to build and maintain.

Netsch expects homes of the future to have flexible interiors. In this way homeowners will be able to alter houses to fit whims. He feels this is important because Americans will be spending more time at home due to shorter work weeks.

John Kokus
Associate Professor of Real Estate
Urban Development
American University
Wash., D.C.

Kokus' interpretation of the upturn in births recorded since last September is that the cycle has bottomed out and an upward trend is developing, although not as strongly as in the post-World War II era.

In his opinion, children now being born will cause an apartment boom around 2000. As they move through

the housing cycle, Kokus foresees increased demand for condominiums, townhouses and single-family homes.

Kokus does not see the single family home becoming outmoded since people continue to value it. "Young people," he said, "see homes as better investments than stocks and bonds."

Kokus sees homes becoming more flexible internally, with a form of movable wall arrangements similar to those found in some modern office buildings. He also expects to see computer adaptations in homes that will automatically operate heating and cooling systems.

David Mars
Professor of Public Administration
University of Southern California
Los Angeles

Mars said, "Overall, I really don't see any drastic changes in the Nation's housing picture by the year 2000. Essentially, I think 2000 will be the same as 1977."

He believes cities will stage a relative comeback by the year 2000, but stressed he was not predicting utopia downtown. At the same time, he forecast suburbs will stabilize, with the exception of unusual areas such as Orange County, Calif.

Mars said he considered 11 factors in making his prediction. Some of them were:

- The rising cost and increasing scarcity of energy will force shorter commuting, forcing people to live nearer to jobs.
- Fragmentary evidence that the middle class is returning to the cities.
- The upward leap in home prices has made restoration of older homes—as opposed to new homes—more attractive.
- Signs that Federal policy is shifting from the suburbs to the cities.
- Growing neighborhood movement in cities.
- Decline in urban crime or at least signs of stabilization.
- Relative disappearance of close-in suburban land for development. □

National Association of Realtors

Denver's All-Around Security Program

by James G. Benway

In June 1977, the Housing Authority of the City and County of Denver (DHA) began a program designed to provide housing residents with a greater feeling of security. The program was unique in that for the first time several city and Federal agencies cooperated to open the channels of communication between the Denver Police Department and the residents themselves.

The agencies involved were DHA, The Manpower Program of the Department of Labor, Denver Anti-

Crime Council, and the Denver Police Department. Two housing projects were targeted for the program, South Lincoln Park Homes and Sun Valley Homes, which together comprise over 700 apartments. Through the Manpower Program, 20 staff positions, pursuant to Title VI of the Comprehensive Employment and Training Act of 1973, were allocated to the Denver Housing Authority and an intensive screening and hiring process was developed in conjunction with the Denver Police Academy. Appli-



Dave Gallarelo, a community representative, and Jan Rosenblum from the Family & Community Services Department teach a class in English for Vietnamese children.

cants were interviewed by representatives of the Housing Authority with an instructor from the Police Academy present at the final screening.

As individuals were hired, they were assigned to either Sun Valley or South Lincoln Park Homes. Each development is staffed with a total of 10 employees, including day and night supervisors.

From the beginning of the program the intention was to develop rapport between the Housing Authority and the Police Department, between residents and the police, between residents and other residents and between the management of the Housing Authority and residents. There were many reasons for this need, but the overriding reason was fear. Police hesitated to get involved in civil disturbances; residents hesitated to call the police for fear of retaliation. Many crimes were, therefore, not reported to the police, but to the manager of the project. Occasionally the manager was not notified as he was often identified with the forces of authority.

The Community Representative Program, as it is now called, has been in operation for over 2 months. Already results can be seen. The channels of communications are improving, especially between residents and the Community Representatives and the management of the Housing Authority.

Training

One of the important aspects of the program was the training that each Community Representative received at the Denver Police Academy. Training consisted of such things as diffusing techniques, defensible space, personal safety, youth intervention, criminal codes, safety reviews, role playing, child abuse and neglect, alcohol abuse, interviewing, and how to make contact with the Police Department through dispatchers. Each Community Representative received 56 hours of instruction, which included video-taped sessions of role playing. Everyone had the oppor-

tunity to see himself in a crisis situation and to evaluate his strengths and weaknesses. Another part of their training included riding in the patrol car with police officers on duty. Community Representatives, it is hoped, will see the other side of the coin and be able to have an open mind in a situation involving conflict. Additionally, the channels of communication with patrolmen on the beat will be opened, and the police and Community Representative will get to know each other on a first-name



Randall Brown and Tony Merlo talk to a Sun Valley resident about a problem.

basis. Staff of the Housing Authority have worked hard to create a positive link with the Police Department. Video taped interviews concerning the program were shown at police roll calls, and staff attended roll call to answer questions and clarify role ambiguities.

"When the program was initiated, we thought it was for security—to eliminate vandalism and burglaries and to recognize various crimes against persons," said Caroline Hall, a supervisor in the program. "After we received our training, however, we were very well equipped to deal with various non-violent crimes, and we soon realized that our job function was not as security guards or police officers, but as representatives of the community."

On a daily basis Community Representatives walk through their project talking to the people, finding out what is going on, and setting up many types of programs that are needed. Representatives wear blue windbreakers with the Denver Hous-

ing Authority patch for easy identification by residents and the police. The teams carry flashlights and walkie-talkies to keep communication lines open during the 24 hour, 7-day week that they are present.

Initial response from the developments varied: "Some residents felt threatened; they were confused about why we were here," said Loraine Murillo. "Were we police? narcotics agents? security guards? What exactly were we doing in their neighborhood?" *Everyone* knows the reason now.

"It's wonderful. The help given is really great for the people," said Josefita Gallegos from South Lincoln. "Especially all the things they do for the old people. When they take us shopping, it is really great, and I appreciate all the things they do."

"There is definitely less crime and I feel safer now," Mrs. Frazier of South Lincoln said. "Also, they help with problems we have when the manager can't take action on our part in dealing with other residents."

"There are fewer hassles and if there is a confrontation, Community Representatives can handle it. I feel safer," stated Martha Jane Johnson.

The Law Enforcement Assistance Administration will provide a statistical analysis of the program. Crime rates before and during the program will be compared as a measure of effectiveness. This will provide a reliable measure of the program, compiled by an outside and uninvolved party.

So the Community Representative Program is off to a good start. Statistics are being kept to determine its overall effectiveness, but it is obvious from the results thus far that the people of South Lincoln and Sun Valley are the real beneficiaries of the new relationship between the Manpower Program, DHA, the Denver Anti-Crime Council, and the Police Department. □

—James G. Benway
Assistant Director
Operations Department
Denver Housing Authority

A Fair Trade: Housing Authority Trades Unemployment for Improved Security

by Rita Grenier Peloquin

On November 10, 1975, the Holyoke Housing Authority was officially advised that it was the recipient of a grant of \$63,000 from the Job Opportunities Program, Title X of the Public Works and Economic Development Act of 1965. The grant is awarded to housing authorities in areas of high unemployment, with the stipulation that the funds be immediately put to use on a worthwhile work program. Individuals who had exhausted unemployment benefits would receive top priority. Unemployed tenants of public housing, minorities, and persons ineligible for unemployment benefits were also to benefit from this program.

Security Guard Program

In view of increasing reports of crime and vandalism, the Holyoke Housing Authority staff recommended a security guard program to its board, which readily agreed that this type of service was needed. The staff proposed that several individuals be hired and trained as security guards to patrol all of its project areas with certain limited police powers.

Advertising for the positions began immediately with copies of the openings sent to all projects under the Housing Authority, the State Employment Office, and the Hampden County Manpower Consortium. Chief of Police Francis Sullivan agreed to help with the selection of the candidates, setting up work schedules for five different shifts, including enrollees in the Holyoke Police Academy's concentrated training program. The course was geared toward preparing these men for the routine problems they would encounter in the densely populated projects, and included training in family intervention problems, crowd control relations, and arrest and patrol procedures.

On January 3, 1976, seven men were sworn in as special police by the City Clerk, and on January 5, 1976, they were officially on patrol. Since the men were not to carry firearms, the Chief of the Holyoke Police Department had arranged for constant radio contact with the Department.

The immediate reaction from most of the tenants was one of pure relief. Since a number of the Authority's large family projects contained a considerable number of very small (one bedroom) apartments, elderly persons had occupied these units. This created problems of noise and other activity distracting to the elderly. The guards have proven themselves to be, among other things, masters of diplomacy and good judgment in handling the problem.

At the beginning of the program, the major portion of the guards' efforts were directed to one particular family project. This development had an unusually larger number of vacancies and was quickly acquiring a very poor image. Vandalism in these vacant units was so bad that at one time, there were 22 broken panes in one large apartment alone. The hallways had become gathering places for the youngsters who used the walls for the latest graffiti, the floors and heating convectors were used for garbage disposal and generally annoyed all who attempted to pass. New entrance doors to each building had been installed in June of 1975. In January when the guards came on duty, all of the doors required some repair or replacement. Petty crime was rampant and tenant feuds were a daily occurrence.

The Authority began gathering statistics on workorders related to vandalism at this project from the time the Security Guard program began. In comparing the figures from the previous year, the staff found a saving of close to \$15,000. Also, at the end of 1976 this project had only seven vacant units, as compared to 32 in January 1976. The Holyoke Police Department also attests to the fact that the number of calls from that project was reduced significantly.

During the course of the year, as the success of the program became apparent, staff began making inquiries as to the probability of future funding in order to continue this service.

Although it was understood that the grant was a one time—one year donation, it was hoped that its success might engender future funds



through the same agency.

After many fruitless attempts to get funding, an application was submitted to the City of Holyoke for possible Community Development funding. The request was filed in October 1976, and by December 31, 1976, a response had not been received. Since the Authority signed the closing documents for the acquisition of its Turnkey project on December 30, 1976, it was decided that even though the Title X funds for the guards had been exhausted, two of them would be kept on to cover the empty building until reasonable "rent-up" had been accomplished. It was also in the hope that funding would be forthcoming that the Chief Security Guard and one other guard were maintained.

The Citizens Advisory Committee for Community Development Funds turned down an initial request for \$63,000 in late January. After careful scrutiny of operating budgets and conversations with HUD and DCA personnel, it was found that the Authority could provide about

\$23,000 to supplement possible Community Development monies, and the request was changed to a figure of \$39,000. The Redevelopment Authority then voted to approve the allocation, which then awaited the Board of Aldermen review. After much questioning, discussion and tabling of the request, the Board of Aldermen and the Mayor unanimously approved the guard program on February 22.

The staff immediately contacted the men and kept their fingers crossed, hoping that none of them had found other employment!

Happily, security guards are again patrolling Holyoke Housing Authority properties.

Much thanks is due to the tenants who signed petitions, appeared at meetings and generally let their feelings be known regarding the success of the guards, as the program will go forward for one more year. It is hoped that other funding sources will be found for future years. □

Rita Grenier Peloquin
Director of Management
Holyoke Housing Authority

The first residents to complete training as special police under the Holyoke Housing Authority security guard program were sworn in by the City Clerk last January.

HUD Initiates Fair Housing and Equal Opportunity Review System

by Walter Brown

The Fair Housing and Equal Opportunity (FHEO) Complaint and Compliance Review System has recently been implemented in the HUD regions and is now being used on a nationwide basis. The Complaint and Compliance Review System is a tracking system designed to provide the manager with a tool that enhances his ability to identify on a day-to-day basis the status of any active project under his jurisdiction.

In contrast to the old Complaint and Compliance System which dealt only with closed cases, the new system will track projects under Title VIII and Executive Order 11063; Title VIII and Affirmative Fair Housing; the Civil Rights Act of 1964 and Section 109 of the Housing and Community Development Act of 1974; the Equal Employment Opportunity Contract Clause; Executive Order 11246 and Section 3 of the Housing and Urban Development Act of 1968; and State/Local Agency Compliance. The system development plan included four phases:

- I Design and Programming
- II Implementation in the Central Office
- III Training of Regions
- IV Implementation in the Regions
- V Modifications and Enhancements

Phase I began early in 1976 and ended late that fall. During this phase Automatic Data Processing Systems Development, with assistance from the Management Analysis Division, Fair Housing and Equal Opportunity, formulated the basic concepts of the system. Records were designed; edit/update procedures devised; report formats were created; and testing and

debugging of computer programs were completed.

Phase II

During Phase II, which began in Dec. 1976, the system was implemented in HUD Central Office. Regional Offices continued to forward monthly log sheets to Central Office, but there the similarity ended. When log sheets were received in Washington a clerk entered appropriate data through a computer terminal onto a cassette tape. At this point entries were verified for accuracy and corrected if necessary. All of this preparation was done "off-line," in other words, data preparation was not under the control of the computer. Once completed, however, data was transmitted and stored in the computer where it was sorted, edited, updated, and formatted for report preparation. Among the reports to be prepared were those that normally appear in the *HUD Statistical Yearbook*, reports that pertain to open complaints, closed complaints, affirmative fair housing, Title I of Section 109, the Equal Employment Opportunity Contract Clause, Section 3, and Title VIII. There is also an inquiry capability which will permit a user to search any one or all six files and to select and format various data elements for review.

Phases III and IV

Phase III, which began in March 1977, and Phase IV, which began in Aug. 1977, introduced to the field the ability to obtain first-hand Fair Housing and Equal Opportunity (FHEO) data that is relatively recent and comprehensive in content. Phases III and IV began after the system had been tested in Central Office. Regional personnel were trained in the use of the system and are now able to query the data base directly from field terminals.

With the total system up and on the air, all FHEO Complaint and Compliance information will be handled via terminal. Regional Personnel prepare monthly transactions and input from terminals located in



Albert Mundy and Ruth Ann Clark of HUD's Office of Fair Housing and Equal Opportunity are shown with author, Walter Brown (right) and Barbara Manley (seated at terminal).

the field. These data are transmitted via HUD Telecommunications Network to the Central Office main computer facility where files are updated and output reports prepared.

Phase V

Phase V, which began on Sept. 1, will introduce to the system the capability to obtain "Aging" reports and "Lapse and Time Analysis of Closed Cases." These reports will enable the manager, at the touch of a button, to determine cases that have been active over specified periods of time such as "Open (or Closed) Less than 30 Days" to those that have been "Open (or Closed) More than 180 Days."

The automated Complaint and Compliance review system has increased management capabilities to new dimensions and marks the first time that a "marriage" between FHEO and Administration has designed and developed a comprehensive system that satisfies the needs of FHEO.

Each HUD Regional Office was represented at the Complaint and Compliance Review Training sessions.□

—Walter H. Brown,
Automatic Data Processing
Systems Development
HUD Headquarters

in print



Congregate Housing for Older People: An Urgent Need, A Growing Demand, edited by Wilma T. Donahue, Marie McGuire Thompson, and D.J. Curren, DHEW/OHD/AOA, Washington, D. C., 20201, 1977, 168 pp. GPO-017-062-00107-3, \$3.00.

Congregate Housing is a selected collection of papers presented at the First National Conference on Congregate Housing for Older People, held November 11-12, 1975. It is a timely collection of the state-of-the-art in congregate housing; the contents range from basic research to actual experiences in designing, financing and managing such projects. HEW (and the Administration on Aging) can be proud of this volume; it is useful to both practitioners and academics.

The book is divided into seven sections, each covering a different phase of the subject, from concept through financing to future directions. An excellent annotated bibliography is included, as are excerpts from relevant Congressional testimony.

In Section I, the need for shelter and services for the frail elderly, is described by Benedict, Carp, Schultze and The Honorable H.A. Williams. The authors discuss the three levels of housing care (fully independent living, assisted independent living, institutional care), focusing, of course, on "Assisted Independent Living."

In Section II, the congregate housing market is assessed by Carp, Heumann, and Wilson. The authors describe the number and characteristics of the elderly, focusing on activity limitations by sex, income, race and residence. An excellent discussion on housing market analysis is included, as is a good presentation on the greater than estimated overall housing and service market for the elderly. The authors clearly point out the extent to which the housing market for the elderly is expanding and will expand in the next 25 years.

In Section III, Gelwicks describes an architectural approach to planning congregate housing projects, including design characteristics and their rationale, and an operational example. The model he presents is based on a 100 unit project assuming 125 frail elderly residents. He discusses internal and external spaces, space relationships, the quality of life in congregate housing as a design concept and a practical need, and the services which are needed to truly support such housing.

In Section IV, Lawton discusses applied research on congregate housing. He discusses the need for practitioners to learn about existing knowledge of service needs in both traditional and congregate housing, and how both forms of housing work. The care needs of residents, their characteristics, types of existing service programs and tenant use of services are also covered.

In Section V, Thompson and Van Mason discuss aspects of congregate housing management. The Thompson article focuses on the complex role, choices and relationships a manager must face in areas other than

meals services, e.g., facets of tenant selection i.e., group characteristics, housekeeping, personal services, counseling, medical services and social activities. The Van Mason article discusses methods of testing various food services concepts, e.g., number of meals, food selection and issues of cost. Several experiences with older Americans are cited. The arguments on provision of various service and meal levels are many; only the main issues are presented. The authors clearly state that each individual sponsor will need to carefully consider the needs of projected residents in his own building.

In Section VII, Shroder, Fedewa and Beall discuss financing of congregate housing. Shroder discusses Section 8 financing and the problems associated with not having a directly related construction loan program. He also eulogizes the Section 202 program. While the present information is essentially current, readers in the field should check with their local HUD Area or Insuring Office for the current status of construction financing, rent subsidy, and application processing, for both programs. Fedewa discusses the Michigan Housing Authority, and the range of concerns noted elsewhere in this volume from the Michigan viewpoint; he presents the operational questions and costs with which they regularly deal. The basic questions—a better service delivery system and better funding mechanisms for congregate housing—are noted throughout. Beall then discusses the patterns of service funding, as currently practiced, overviews the main programs which can serve congregate residents, and the major issues inherent in the HEW/HUD Housing/Services relationship. He proposes options in which Federal policymakers can work to better match services and housing.

The final section briefly discusses future directions proposed by a number of authors. The main proposals deal with fostering the HEW/HUD relationship and developing joint housing/services packages, elderly advocacy to push for better financing of congregate housing and elderly advisory groups working with program staff to closely monitor Federal demonstrations of congregate housing using Section 8 assistance.

This volume is an excellent vessel of current knowledge. The book should be widely advertised and distributed through both the "Aging Network" and HUD Area and Insuring offices. While not all practitioners will agree with each described approach, the thrust of the information is well and concisely stated. It is of use to the "Aging Network" Planner and Program Specialist, HUD staff, potential sponsors of congregate housing, architects and planners who work with design of housing for the elderly, interest groups representing the elderly and students and faculties of gerontology.

—Jerold S. Nachison, AIP
Program Analyst

HUD Office of Neighborhoods, Voluntary
Associations and Consumer Protection

High Rises for Low and Middle Income Families

High rise buildings for poor families have received so much criticism that some brashness is required in order to defend them.

Perhaps only the childhood memory of a pleasant 12-story building on Manhattan's West Side (between 1920-1937) surrounded by friends, most of whom lived in similar high rises, gives one the courage to oppose the irate sociologists, planners and architects who write off such buildings as barren and inhospitable.

Or perhaps it is the recollection of the State-financed program in Chicago in 1945-1950 which not only financed seven high rise projects ranging in size from 100 to 250 units—but utilized the talents of some of the most creative American architects to do it. These projects won prizes in *Progressive Architecture* and *Architectural Forum* for their outside balconies, their use of color, their floor plans and their ability to provide significant amounts of creative and economical "close-in" housing for low- and moderate-income families.

Furthermore, a number of recent studies in England and Australia suggests that tenants of high rises do not share in general depreciation of high rises.

Our Chicago studies of tenants in high rises more than confirm the earlier tentative conclusions that high rises fill a most important need for many families with and without children. Tenants indicate that while they are not ideal and in most cases do not represent the ultimate housing solution, they are a vital factor in the provision of shelter for growing and changing urban families.

We studied half a dozen high rises in Chicago built under Section 236 of



the 1968 Federal Housing Act to ² provide subsidies for privately operated housing for low- and moderate-income families. While Chicago does not have a long history of multiple high rises except on the Gold Coast and along the Lake Front, the last 20 years have seen many more middle and high income families living in high rises.

However, from 1951-1965 some of the most striking high rises were the monstrous agglomerations of public housing. The local Housing Authority, having few sites made available to it except in slum areas, overcrowded available projects. Soon disenchantment set in and all over the U.S. (in Europe to a lesser extent) people identified public housing with high rise, high density living and proceeded to work against it in courts and in legislation.

Many architectural and sociological critics have chosen not to look either at the good projects or at the tenants. They are not happy with the implications of high rises for family development and call such high rises essentially anti-human as well as anti-aesthetic. These critics, reacting solely to the high rise monstrosities, are willing to "throw the baby out with the bath water." These criticisms would be less significant if they were not hardened into rulings by the



1. Loomis Courts (Chicago)—A prize-winning public housing project of the 1950's.
2. Belle Plaines—High-rise featured in the study on Chicago's Northside. Project is located in integrated neighborhood.
3. Lake Village (Chicago)—Section 236 project considered 'very good.'

Photos courtesy of
Harry Weese & Associates



courts. In Chicago, the Federal court in 1969 banned high rises for children. They forbade any development with more than 130 persons, or 35 families, making it impossible to build any sizeable amount of housing.

In Minneapolis, a group of environmentalists "attacked" a 1300-unit complex of successful high-rise and mid-rise buildings for low-income families on the grounds that high-rises had a deleterious impact on the environment. The Minneapolis Federal court enjoined any further extension of this development. This action virtually crippled the project, which was created under the assumption that 4,000 units of a varying nature would be built which could support a substantial infrastructure of commercial and community services.

The "acid test" of high-rise buildings is what tenants think about them, whether there is excessive turnover, and whether they are succeeding financially. In six high-rise buildings studied, all of which are subsidized for low- and moderate-income families, vacancy losses are minimal and the projects are financially sound.

One hundred tenants questioned in one of these developments housing some 500 people including 130 children, produced entirely different attitudes from those of the critics.

One tenant confronted with this statement said, "Come now, does Von Eckhardt (architectural critic) expect us to believe that our country is shrinking from its values because we live a few hundred feet higher than the churches."

Another tenant said, "When they talk about isolation in a high rise I don't know what they are talking about. We have many friends in the building. In fact, we came because of our friends."

A third tenant replied, "If Von Eckhardt thinks isolation in our society comes from high rises, he doesn't understand the basic problems of modern society."

Positive Reactions

People who rent studio apartments

for \$126 a month and two-bedroom units for \$176 are not only satisfied but delighted. This was not only true at Belle Plaines, the 26-story building where we interviewed tenants, but it was true at Lake Village East (award winning high rise designed by Harry Weese near the University of Chicago), and at Luther Terrace, a 24-story high rise.

Scattered as these high rise buildings now are over the suburbs and high-income enclaves of the cities the question remains, how do they serve low- and moderate-income families? Virtually everyone has now agreed that high rises are satisfactory if not ideal for upper- or middle-income families.

At Belle Plaines there is no question. Twenty percent of the families receive some form of public assistance. Similar proportions are found in other high rises. Yet virtually all the tenants queried said they were satisfied. Not one raised a question as to the presence of families receiving assistance. Few, in fact, seemed even aware that there were families who received such assistance. No evidence was found that low- and moderate-income families cannot live in such apartments.

The \$64 question in these projects is, can children live in high rises? Anyone who has lived in big cities like Paris, London, New York, Chicago or Washington D.C. knows that children are thriving in high rises all over these cities. No one will deny that most children would be somewhat better off in single-family homes with lots of playground space and low densities, but most people do not have unlimited freedom of choice. One tenant expressed it clearly, "I'd like to have my kids in a suburb with a single-family home. But we can't afford it. And I'd much rather have them living here than in the kind of place we were living in before."

In every high rise we surveyed, the managers set limits on the number of children admitted, recognizing that too many children (which means too many 3-4 bedroom units) is in-

advisable from any point of view in high rises.

Ideal Height

A subsidiary question is how high a high rise should be. Dispute about this will continue to rage. Some say seven stories is ideal. Others say twelve. Still other architects and developers could go to 20 or 30. A similar difference of opinion can be found among tenant families. However most families seem to believe that 10 stories is high enough, except in special cases. One family on the 7th floor didn't wish to go higher. However when nothing was available on the 7th floor the family moved to the 15th floor. The lady of the house says, "I love it because it has a better view, is safer from burglaries and less affected by city noise and odors."

Undoubtedly many tenants in high rises, public and otherwise, are not happy in their apartments and many homeowners never want to live in high rises or multifamily dwellings.

Contrary to popular notions currently in vogue in planning circles, families with children can and do live happily in high rises on a racially integrated basis, and with different income groups. Moreover, such buildings can, with subsidies, pay off to the investors, the developers, and the mortgage holders. Most important, they can provide good housing for a large number of low- and moderate-income families and children without the need for extensive community facilities or cash subsidies to tenants.

Further, at least from the point of view of the dwellers, they provide satisfying inexpensive housing for families with children without isolating them, depriving them of spiritual comfort, or violating their rights as citizens to a full and satisfying life. As Ralph Rapson, architect of Cedar Riverside, said at the time of the court decision against the project, "I don't advocate high rises for everybody. But to house so many people, what is the alternative?" □

*J.S. Fuerst and William Burden
Loyola University (Chicago)*



international affairs

Housing and Urban Development in Canada

Canada, with 23.1 million people, ranks about thirteenth among countries in terms of world population. It has the second largest land area and is the ninth largest economic power.

Even though there are 3.8 million square miles of land within the Canadian boundaries, almost 60 percent of the population live in an area between the U.S. border and a 650-mile east-west line from Quebec City to Sault St. Marie—a zone that comprises only about 2.2 percent of the country's total land area. Over three-fourths of the population is classified as urban, although 90 percent of the country has no permanent settlements.

The British North America Act of 1867 (similar, in effect, to our Constitution) established the concept of federalism and divided the governing power among the Federal Government and the 10 Provinces. (The two northern territories are administered by the Federal Government.) The Provinces vary considerably in size, population, and income, but they share equally in governing power and administrative authority. Cities and towns have no base in law beyond the fact that the Provinces are allowed to establish units of local self-government as they see fit and to delegate certain powers to them.

Housing

Canadians are among the best-housed people in the world. In 1971, 60 percent of all dwellings were detached houses, and about the same percentage were owner-occupied. However, the cost of housing has become a sensitive issue in recent years. In some cities, the purchase price has doubled since 1971. Because of such increases, rental housing is greatly sought after, and the supply is lagging behind the demand.

Housing starts for 1976 set a new record of 273,203 units and exceeded the target of 235,000 units. The mortgage interest rate was 10 percent in March 1977, although it had been as high as 12.03 percent in April 1976. National wage and price controls were adopted in October 1975, and the provinces adopted rent controls for periods of 18 months to 3 years. Since early 1976, the increase in overall cost of living has been under 10 percent.

The major Federal organizations concerned with housing and urban development are the Ministry of State for Urban Affairs (MSUA) and the Central Mortgage and Housing Corporation (CMHC), which are roughly analogous to HUD and FHA. In addition, each of the Provinces has its own Housing Ministry, and there are a number of Federal-Provincial projects.

The *Urban Affairs Ministry* was created in 1971 to assist in the development of an urban-sensitive Federal public policy. It was designed as a small policy Ministry that would act as a central agency to advise the Cabinet and to develop policies which would be implemented by existing Federal departments (27 of which are involved to some extent in urban programs). The Ministry carries out

this task through policy development, research, and coordination with other Federal agencies and other levels of government, but not through the administration of programs.

The *Central Mortgage and Housing Corporation* was created in 1946 to administer the National Housing Act (NHA), enacted in 1938 and amended a number of times thereafter. CMHC is a Crown corporation (quasi-governmental) with independent authority to do business with Provinces, municipalities, builders, and households. It has undertaken direct construction, made loans jointly with private financial institutions, insured mortgages against losses for private lending agencies, and loaned funds directly to home buyers in areas not adequately serviced by private lenders. In addition to the usual market-rate lending programs, present programs include lower-income housing, residential rehabilitation, area improvement, and community development.

Land Use

Under the British North America Act, direct control of land use is vested in the provincial governments, which delegate most responsibilities to their municipalities through municipal and planning acts. However, the Provincial governments set basic policies, can veto municipal decisions and exercise final judgement in relation to most land use decisions and controls. The municipal function is basically administrative—to maintain existing zoning or development control practices and building construction and occupancy standards. The Federal Government controls all navigable waters and their shorelines and a substantial amount of land occupied by native peoples. The Federal Government may withdraw land from Provincial control, establish control over private land, or expropriate land for public works.

Regional Development

The Department of Regional Economic Expansion was established in 1969 to promote economic expansion and social adjustment in the disadvantaged regions of Canada. Several Federal agencies responsible for elements of regional development policy, along with a variety of programs aimed at resolving specific problems of selected areas, were consolidated into the new Department. In addition, the Department received authority to help Provinces improve community infrastructure in special areas and to implement related social adjustment measures.

Major organizational and operational changes in the approach to regional development were implemented as a result of a 1972 policy review. The most fundamental was the formulation of General Development Agreements with each of the Provinces, providing a formal means to encourage coordinated Federal-Provincial action. Under the umbrella agreement, which extends over a 10-year period, specific actions are taken under subsidy agreements.

Resident Employment Under Title XX

The Mobile Housing Board, Mobile, Alabama, has 4,000 family apartments under management in its Public Housing Program. In 1972 the Mobile Housing Board engaged the Community Chest and Council to do an extensive survey of residents' needs and to make recommendations for social services to meet these needs. The Board recognized that even though it provided decent, safe and sanitary housing, additional social services were needed.

The survey revealed that residents were skeptical of new social service programs; that many agencies had viewed residents as target groups to get Federal programs launched—only to go their separate ways with very little feedback and none of the residents being employed in the program. In short, they were tired of surveys with little results seemingly forthcoming. Principal needs, as pointed out by the residents, were training and day care services.

The Mobile Housing Board staff, along with an experienced consultant who was hired, prepared the application, took the draft back to the residents and finalized it into a joint cooperative venture entitled *Comprehensive Social Services for Residents of Public Housing*. Initially the plan was taken to the board of directors and approved by them and then to the State Department of Pensions and Securities for funding on a comprehensive basis. The objectives were to provide day care, transportation, homemaker services, information and referral services, small group activities for the younger children, and evaluation.

Rather than increase its staff, the Mobile Housing Board chose to "shop" for the best provider of the particular services among the health



A resident of the Mobile Housing Board for several years, Mrs. Bertha Perry—mother of seven—was assisted by the Board in finding employment and moving out of the housing and off welfare. Mrs. Perry is employed by the county and will soon complete requirements for a degree in social work.

and welfare agencies in the Mobile area. Several meetings were held in an effort to gain the support and sub-contracts with the private agencies possessing the greatest expertise and efficiency. Each agency was required to hire residents as child care and homemaker aides.

The State and Regional Community Services Advisors of HUD worked with the State of Alabama to get the contracts through. This took several months of intensive work since the State was just initiating the Special Programs and Projects under Title IV-A. The contracts that were

finally approved and funded were day care with Trinity Land Day Care, Inc.; Roger Williams Day Care; A.F. Owens Day Care; Methodist Inner City Mission and Visiting Nurses Association for the Homemaker Service. The agencies were selected on the basis of their expertise and efficiency in providing the best service possible in the Mobile community. The sub-contracting of the services gave the Mobile Housing Board the greatest flexibility in referring residents through the Tenant Association to these agencies for employment.

The idea was to provide day care,



Ernestine Cannon (left) and Genell Mack (right) are paraprofessional teacher aides at Trinity Land Care. Each has two children. They have been employed and in training approximately 2½ years. They have completed the Work Incentive Program and plan to further their careers by attending college.

primarily to enable residents to be **employed**. Currently, the Mobile Housing Board has positions set up and residents are **employed** by these contracting agencies. Three hundred and fifty children are being served in the day care program while over 200 families are being served in the homemaker program. In the event of illness or stress on the part of a parent the homemaker service provides continuous home management service, meal preparations, general house-keeping, limited nursing, and other services so that the children may remain in school, or mothers can maintain their jobs when a child is sick.

Training

Training workshops are held at Trinity Land Day Care each Saturday. These are well attended throughout the Mobile community, dealing with day care as well as Title XX of the Social Security Act. The workshop was initiated with some Title XX agencies but has spread to include the majority of the childhood development and day care staff in the entire Mobile County area. Consultants from local colleges and agencies pro-

vide training to get jobs in the open market.

In addition, orientation within the agency is provided along with in-service training with agencies that have the greatest reputations in the Mobile area for their expertise in their given field of service.

A total of 281 residents are employed who have children placed in day care programs. In addition, 48 residents are in training programs (while their children are being served). When one looks at all activities in the program, he finds that there are 390 people who are residents that have been employed and are in training in the Title XX Program. In addition to this, the Mobile Housing Board has 40 residents employed in its **regular** housing operation.

Training of paraprofessionals in the Homemaker Program is carried out by Visiting Nurses Association (a United Fund Agency). The training is based on materials and consultations with National Capital Area Homemaker Services. In addition, training workshops are conducted utilizing staff from local agencies such as the

American Red Cross, the Mobile Mental Health Center and the Vocational Rehabilitation Association.

Over six families have moved out of public housing into the general community. While success in this area is not as great as we would like, success in terms of the residents' learning and staying on the job has been terrific. There have been only two or three out of approximately 95 who have dropped out of the program and gone back on welfare. Co-operative arrangements and coordination are handled very closely with the local Department of Pensions and Security and the local United Fund, Health and Welfare agencies. Periodic meetings are set up to discuss common goals and problems with agency executives and staff, and the Mobile Housing Board Social Services staff. All in all the residents are pleased with this program and the Housing Board is committed to assisting its residents in helping them to help themselves. □

James R. Alexander, Jr., Secretary-Executive Director, Mobile Housing Board.

Girl Scouting in El Paso

Since 1968 the Rio Grande Girl Scout Council and the Housing Authority of El Paso, Texas, have been cooperating to bring the fun, learning and growth of Girl Scouting to children in public housing areas. It started with a summer activities program in 1968. Eventually the Girl Scout Council had two bilingual, bicultural paraprofessionals working in housing complexes to organize troops and train leaders. Special funding from Girl Scouts of the USA, the national organization, made this possible as part of a membership extension project.

Although at one time there were Girl Scout troops composed of girls from the complexes which met in public housing, this is not the case currently. These girls are now within troops that meet in schools or churches nearby and which include other girls as well. Thus, there is a wider sharing of backgrounds and cultures than before.

The Rio Grande Girl Scout Council has a board committee for membership extension. Among its members are Mrs. Tillie Legoretta and Mrs. Mary Acosta, both of whom are tenant relations coordinators for the Housing Authority, and Miss Flora Garcia, an area manager for several complexes. Two years ago, the Girl Scout Council presented Miss Garcia with a certificate of appreciation for her special help in developing and maintaining Girl Scouting.

In addition, the Council and some tenants associations are now exploring ways in which the latter can sponsor troops that meet near the complexes. A sponsor may provide a meeting place, financial help, leaders or resource persons, or sources of community support. Generally, sponsored troops tend to be more stable with better longevity. □

Girl Scouts of the USA



1. Flora Garcia (right), area manager for the Housing Authority of El Paso, received a certificate of appreciation in April 1975, for helping Girl Scouting develop in housing complexes. Patty Walker, director of volunteer services for the Rio Grande Girl Scout Council, presented the award.

2. When Commander Everett Alvarez, Jr., returned to El Paso for the dedication of a new public housing complex in his name, Brownie and Junior Scouts from the Marmolejo complex in El Paso welcomed him.

3. Scouts participate in investiture ceremony at the Marmolejo housing complex.



Photos by Prince McKenzie



"I think it should be clear to even our most severe critics that HUD is changing and becoming, once again, a Department which is vitally concerned with human services, and dedicated to revitalizing urban areas. This new HUD believes it is our responsibility to provide decent, safe and sanitary housing for low and moderate income Americans, and to provide leverage for the revitalization of our cities.

"HUD is also becoming a Department that practices what it preaches:

"— A real effort was made to hire women and minorities in key policymaking positions at HUD. I am pleased to report that in 116 non-career positions filled since January, 26 percent have been filled by minorities and 43 percent by women.

"I should also note that 90 percent of the minorities who have been hired were hired at the level of GS-11 or above and 73 percent are GS-14's and above.

"The new HUD cares about the people it serves and the neighborhoods it affects. During the cold wave last winter, HUD halted all evictions.

"Today, I have top level teams in the field with instructions to report back to me on how HUD can reduce the number of foreclosures and evictions in HUD-assisted properties."

—Patricia Roberts Harris, HUD Secretary,
speaking at the National Urban League
Annual Conference, Washington, D.C.,
July 25, 1977

"The ability to conserve and to update existing apartment projects with Section 223(f) can be accomplished at considerably less risk and with substantially lower rents than is otherwise necessary when existing units are simply replaced by new construction." (Section 223(f) provides unsubsidized FHA mortgage insurance for the refinance or sale of existing, conventionally built multifamily rental apartment projects.)

—Donald M. DeFranceaux,
President, DRG Financial Corporation, in a
letter to HUD Secretary Harris, with a
report on FHA's Section 223(f)
mortgage insurance program,
Washington, D.C., July 20, 1977

"We Hobokenites are people who are proud of our rich history and past glories. But we are even more proud of what we have accomplished in the last five years.

"We have been called the city of the 'Urban Turn-around,' 'The City That Came Back,' 'The Vanguard of Neighborhood Preservation.' Or as somebody put it: 'Nobody laughs at Hoboken any more.'

"We are America's comeback town.

"Our recent accomplishments have brought us national recognition that we, of course, think has been long overdue and well-deserved. Like so many cities we were down for the count. But we have come off the canvas, punching—and punching hard.

"I am proud to announce today that our housing programs in Hoboken have resulted in more than 20 percent of our total housing stock being rehabilitated.

"To our knowledge, it is the best record of its kind in the Nation. It is a record which has made Hoboken and its people proud.

"We have visibly demonstrated the productive results of a public-private partnership—working for, and at the service of the people—in helping revive an urban area."

—Steve Cappiello, Mayor, Hoboken, New Jersey,
addressing the U.S. Conference of Mayors
Housing Conference, Hoboken, New Jersey,
April 13, 1977

"In just three years the size of the program has more than doubled, and participation would be even greater if we had more land. Residents welcome the opportunity to garden to reduce food costs, beautify their development, socialize with neighbors and get exercise and sunshine."

—G.W. Master, Executive Director,
Chicago Housing Authority, announcing that
5,500 CHA residents are growing vegetables
and flowers on one-half million square feet
of Public Housing land this summer. CHA
supplies the land, seeds, seedlings, tools,
fertilizer, water and fencing.
August 3, 1977

"In initiating this new program in tandem with making modifications in our published underwriting guidelines, FNMA is emphasizing that the corporation does not practice geographic or people-related discrimination and will not condone any such discrimination by lenders from whom it purchases mortgages. . .

"FNMA does not consider the racial composition of the neighborhood in which the secured property is located to be a relevant factor and it must not be considered in the appraisal."

—Oakley Hunter,
Federal National Mortgage Association Chairman
and President, announcing new underwriting
guidelines for lenders approved to sell
mortgages to FNMA,
August 5, 1977

Rent Collection Is Not a Problem

by Jerry Clemons

The author is president of Century Management, Inc., of Kansas City, Mo.

One of the most difficult and frustrating aspects in the management of low- and moderate-income housing can be rent collection. I said "can be" because it does not have to be that way. Many managers listen to every excuse that is given for non-payment of rent and then try to work out "deals" with residents which never seem to solve the problem.

There are two very basic and simple principles that, if followed, will take all the problems out of rent collection. One may not receive every rent payment on time but the process will at least cease to be a problem. It will instead be a system that is reliable, steady and will eliminate all of the "hassles" over collections.

The first principle is to handle most potential eviction cases before they move into the community. A careful, thorough and professional approach to screening is vital to proper rent collection. A rejected application becomes a successful eviction.

For years our company, which manages 236, 221(D)(3) and 221(D)(4) projects, struggled with collection and wished on many occasions that we had never leased a unit to this or that person. We insisted that our resident managers check everyone out very carefully and reject an application if the applicant appeared to be a credit risk. The problem was that not only did managers not have time to check applications thoroughly but they were not trained to do it properly. Furthermore, lots of leases and few vacancies made for a better image.

Solving the Problem of Screening

A company called Renters Reference started in Kansas City some time ago and Renters Management, Inc., was one of the first to use its service. It is a very simple concept and I have always been sorry I didn't think of it first. We pay Renters Reference to run a check on every application we take. Obviously we insist on at least a partial deposit from the applicant and a fully completed application before calling Renters Reference. If it is apparent to us at first that we can't lease to the prospect because of family size or insufficient income listed then we don't check any further.

Renters Reference runs a thorough check on the last three residences listed by the applicant, gives us information in the areas of rent payment, behavior, damage to property, noise complaints, homeownership and whether or not lease provisions were upheld. The company also has an expanded service that verifies employment if desired. We normally get same day service on these applications and the cost is minor compared to the attorney fees we have saved as well as lost rents.

Credit Report

The other step we take is to acquire a full written report by the Retail Credit Bureau. Therefore we have two professional checks made on every applicant who moves into one of our apartments. I would estimate that we are probably turning down four applicants out of every ten now where we probably used to turn down only one or two.

We feel that it is so important to use these two services that we will terminate any manager who leases an apartment without first running a check with the credit bureau and then with Renters Reference. The managers receive verbal reports from both companies and we receive written reports in our main office. In order to be expedient we allow the managers to decide whether or not to accept the applications based on the verbal report they receive, knowing

that we will check the written report when it arrives later.

This is the first step in our rent collection procedure and if done properly will eliminate many problems. The other step has to do with the system to use in collecting rent from residents. You cannot stop with a thorough check of the applicant and assume that rent will always be collected.

We use a system that does not allow for excuses, problems or "deals." This may seem harsh at first but the consequences of haphazard collection policies are devastating, while firm rules are fair to everyone concerned.

There are several things that happen when someone is allowed to not pay when it is due.

1. Other residents find out and eventually the nonpayment or slow payments mushroom and spread throughout the complex.

2. The manager cannot pay the bills on time. This means he is paying penalties on utility bills and not taking discounts on other bills.

3. Low- and moderate-income residents suffer a disservice by being allowed to owe the management more than they can ever repay.

4. Residents who pay promptly suffer a disservice because everyone's rent will have to be raised to compensate for those who don't pay or don't pay on time. [Note: When calculating a rent increase you must take into consideration your vacancy and bad debt loss and the extra funds necessary to pay late charges on your own bills.]

5. A lax collection policy will certainly place the complex in financial jeopardy sooner or later.

6. The manager is not being fair to HUD or to the mortgage company because the long term financial success of a complex depends on rents being collected.

In short, it is an almost intolerable situation everytime a resident is late with a rent payment and a completely disastrous situation when it is not paid at all.

To combat these problems we have a firm, unbendable policy that is painfully simple.

1. On the fifth day of the month each resident who has not paid receives a late notice, and a late charge begins in those States or counties where permitted by law.

2. On the eighth day of each month a notice of demand is sent to every resident who still has not paid.

3. On the 15th day of each month we file a rent and possession suit against anyone who owes more than \$50. If less than \$50 is owed our attorney sends a strongly worded letter and the delinquent renter is sued the next month if that balance plus the entire rent for the next month is not paid by the 15th.

4. We also make sure that everyone knows we use Renters Reference and the Retail Credit Bureau and that we report bad credit to both agencies.

This seems like a terribly simple system but ask yourself when you last sued every tenant who owed you more than \$50? Do you do it every month on the 15th or sooner? Do you make deals? Do you take I.O.U.'s; listen to problems and let people "catch up later?" If you have a collection problem then chances are you are guilty. Remember, if someone doesn't pay rent and nothing of any consequence really happens, then it is your fault.

One of two things will eventually happen if the procedures outlined here are followed:

1. The resident will pay all of the rent due.

2. The resident will vacate the premises or be removed by the sheriff.

We turn over information on all "bad pay" residents to Renters Reference and the credit bureau. Renters Reference has what they call a "mini-check" which is a very inexpensive way to see if your applicant has been turned in by another managing agent as bad pay or destructive. If enough agents provide Renters Reference with names and



information about "skips," etc., then residents will think twice before they leave owing money or damage a unit. It would be very difficult or impossible for a person to lease an apartment in a city where all managing agents were reporting problem residents to Renters Reference.

Also if all agents reported credit information to the credit bureau the rent payment histories would become a permanent part of their records.

The time for our industry to become more professional in its screening of applicants and its adherence to sound principles and firm policies regarding collection is long overdue. Using the services of companies that can report impartially and thoroughly on prospective tenants, can and will give residents and owners more professional service in the future. □

Tenant-Related Social Services in Atlantic City

by Kathleen McColl Velit

Atlantic City has experienced all the ills of larger urban areas. Unemployment, low incomes, mass exodus of people and businesses to the suburbs, decaying buildings, and a high crime rate are just a few of the problems that people of Atlantic City face. The Atlantic City Housing Authority consists of seven sites with 1,648 units ranging from efficiencies to 6 bedroom apartments. Atlantic City ranks second in the number of public housing units per 50,000 in population of various major cities in America. The mixture of high rises and low rises spans the 16.4 square miles of the city from almost end to end. According to 1976 statistics, 76 percent of the heads of households in the Authority are female. Thirty-six percent of the residents are 62 years of age or older and 57 percent of the tenants had a net income between \$2,500—\$5,500 per year.

Social Service Program

The Atlantic City Housing Authority HUD-HEW Social Service Program was established in January 1976. Originally conceived as strictly a Homemaker-Chore Service program, our staff consisted of seven Homemaker Aides, six Chore Service Aides, two part-time Senior Citizen Homemaker Aides, a Principal Homemaker, and a Community Relations Specialist. All of our aides are residents of the Housing Authority. By early March one of the most difficult problems of our first year became apparent. We were reaching our senior citizens in need, but we were not getting referrals for the families that needed us. We started reaching out to make more contact with the families of the Housing Authority. In April we published our first newsletter. The newsletter was a means of communicating with all the tenants.

Summer Child Development Program

The problem of reaching families led to the birth of one of our most innovative ideas. In June we began our Summer Child Development Program (SCDP). Due to restrictions in the guidelines of our contract, we were limited to teaching nutrition. How many ways can nutrition be presented? We began with 40 children, ranging in age from 5-15. We planned to serve breakfast and lunch which was provided free through the Department of Agriculture's Summer Food Program. After the first day, we weren't sure we could make it through the entire summer. Breakfast arrived with lunch at 12:30 p.m. instead of at 9:00 a.m. The children "devoured" a week's supply of puzzles and games. We never realized how long four hours could be! Thank goodness for films.

We made it through the summer but not without problems. We learned to keep a supply of food on hand in case the meals didn't arrive. Our staff became very proficient in making 50 peanut butter and jelly sandwiches in 10 minutes flat. We also added sewing to the agenda. The children made stuffed animals, pillows, and pouches. Everyone was surprised at how well the boys sewed, especially their mothers. Our attendance began dropping around August. We held a meeting with the parents. They felt we needed more field trips to keep the children's interest. We had no way of transporting the children around the city and we had felt it would be risky to take a group of youngsters walking in city traffic. The parents disagreed. Many of them offered to chaperone. So we arranged our first outing to the community pool for a morning of swimming. As an extra incentive, we also arranged a trip to a State Park on the last day. We have already started to collect new nutrition puzzles, games, and crafts.

This was our most rewarding program, and one of our most rewarding and successful cases is Mr. Hunt, an 80 year old gentleman. After surgery to replace his knee cap, the doctor

felt that Mr. Hunt would have to go to a nursing home to recuperate. A Homemaker Aide suggested our service instead. We were the only homemaker service in the city that could provide seven-day care. Our homemaker was taught by a visiting therapist to help Mr. Hunt exercise his leg. He "graduated" from a wheelchair to a cane in less than a year.

Our contract has been renewed for a second year. We have changed our staff—slightly increasing the number of homemakers to nine and decreasing the number of Chore Service Aides to four. We did this because we expect to have more family cases for Homemaker Service. A new clause in our contract establishes a 24-hour Emergency Child Protective Service. Our homemakers will be on call to help the Division of Youth and Family Services Special Response Unit (S.P.R.U.). The homemakers will also be teaching Home Management and Tenant Orientation classes. It is felt that these two programs will be beneficial to the Housing Authority by helping to cut the cost of apartment maintenance and reconditioning. Transportation was another big problem the first year. Very few of our aides had cars. This made getting from client to client difficult and major shopping trips almost impossible. There are only two supermarkets in Atlantic City. Shopping was also a problem for able-bodied senior citizens. We now have a minibus to provide transportation for tenants. The transportation program will be fashioned after the Dial-A-Ride programs and will work in conjunction with other programs in the city.

We intend to keep expanding the program. There are so many areas that we haven't even touched, such as programs to encourage and help tenants to become home buyers, some type of vocational education, Civil Service testing training, and parent development classes. □

—Kathleen McColl Velit
Atlantic City Housing Authority
HUD-HEW Social
Service Program

lines & numbers



Changes in the U.S. Housing Inventory 1970-1975

The 1975 Annual Housing Survey showed a 15 percent increase in the U.S. housing stock—from 68.7 million units to 79.1 million units. Of the nearly 73 million occupied units, 64.6 percent were owner occupied. The increase in the number of homeowner units occupied by black families rose 29 percent over the 5-year period. The number of black households occupying rental units increased by 18 percent.

The 1975 data on plumbing facilities, the traditional measure of housing quality, indicate continued improvement. From 1970 to 1975, the number of all year-round units lacking complete plumbing facilities declined by 38 percent. The number of units lacking private baths dropped by 58 percent.

A different trend is presented by a newer measure of housing quality—complete kitchen facilities. Although the number of housing units lacking complete kitchen facilities decreased by 10 percent over the period, the number of households sharing kitchen facilities increased substantially—by 33 percent.

The incidence of overcrowding (1.01 or more persons per room) improved over the 5-year period as the number of overcrowded homes was down by 27 percent and the number of overcrowded apartments by 31 percent.

—Prepared by Robert Ryan
HUD Office of Management Information

Selected Characteristics of the U.S. Housing Inventory: 1975, 1974 and 1970
(Units in Thousands)

	1975	1974	1970	% Change 70-75	74-75
All Housing Units	79,087	77,602	68,672	15.2	1.9
All Year-Round Units	77,553	75,886	67,699	45.6	2.2
Occupied Units	72,523	70,831	63,445	14.3	2.4
Owner Occupied	46,867	45,785	39,886	17.5	2.4
% Owner Occupied	64.6	64.6	62.9	1.7	0.0
White	43,072	42,157	37,005	16.4	2.2
Black	3,309	3,192	2,568	28.9	3.7
Renter Occupied	25,656	25,046	23,560	8.9	2.4
White	20,788	20,405	19,601	6.1	1.9
Black	4,252	4,083	3,607	17.9	4.1
Plumbing Facilities					
All Year-Round Units	77,553	75,886	67,699		
With All Plumbing	74,847	72,824	63,301	18.2	2.8
Lacking Complete Plumbing	2,706	3,062	4,398	-38.5	-18.7
% Lacking Complete Plumbing	3.5	4.0	6.5	-3.0	-3.0
Complete Bathrooms					
All Year-Round Units	77,553	75,886	67,694		
With Bathrooms	74,578	72,431	62,608	19.1	3.0
Lacking Private Bath	2,975	3,455	5,086	-58.5	-13.9
% Lacking Private Bath	3.8	4.6	7.5	-3.7	-3.7
Complete Kitchens					
All Year-Round Units	77,553	75,886	67,699		
Exclusive Use of Household	75,309	73,388	64,727	16.3	2.6
Also Used by Others	160	171	120	33.3	-6.4
Lacking Complete Facilities	2,084	2,327	2,852	-27.0	-10.4
% Lacking Complete Facilities	2.7	3.1	4.2	-1.5	-1.5
Overcrowding (1.01 or more persons per room)					
Owner Occupied	1,879	2,048	2,567	-26.8	-8.3
Renter Occupied	1,721	1,735	2,494	-31.0	-8

Sources: Annual Housing Survey: 1975 and Annual Housing Survey: 1974

U.S. Dept. of Commerce, Bureau of the Census

U.S. Dept. of Housing and Urban Development

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